

Message Text

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C O N F I D E N T I A L USNATO 2169

LIMDIS

E.O. 11652: GDS

TAGS: PFOR, NATO

SUBJECT: ATLANTIC POLICY ADVISORY GROUP MEETING (APAG)

FOR S/P DIRECTOR LORD FROM RUMSFELD

REF: STATE 73761

1. I AM DELIGHTED TO LEARN THAT YOU AND BILL HYLAND PLAN TO ATTEND THE JUNE APAG MEETING. YOUR PARTICIPATION WILL OFFER A USEFUL OPPORTUNITY TO DETERMINE WHETHER APAG CAN BE MOLDED INTO AN EFFECTIVE ORGAN FOR THE ALLIES TO CONSULT ON MEDIUM AND LONGER-TERM QUESTIONS.

2. I AM CONSIDERING ATTENDING THE FIRST DAY. I MAY TRY TO ENCOURAGE ONE OR TWO OTHER PERM-REPS TO MAKE A SIMILAR APPEARANCE, IN ORDER TO IMPROVE THE CLOSE LINK BETWEEN APAG AND THE COUNCIL.

3. THIS MESSAGE CONTAINS VIEWS ON SOME OF THE PROCEDURAL POINTS RAISED IN YOUR TELEGRAM. MISSION IS WORKING ON SUBSTANTIVE SUGGESTIONS FOR YOUR DISCUSSIONS PAPER, WHICH I WILL FORWARD LATER.

4. ON THE FORMAT OF APAG MEETINGS, THE ALLIES ATTEMPTED IN RECENT YEARS TO GIVE GREATER "STRUCTURE" TO APAG DISCUSSIONS AND TO RELATE THEM MORE CLOSELY TO THE CONCERNS OF THE ALLIANCE, BY HOLDING CONFIDENTIAL

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ONE APAG MEETING A YEAR AT BRUSSELS HEADQUARTERS. THE MISSION DOES NOT HAVE THE IMPRESSION THAT MEETINGS IN BRUSSELS REDUCED REPRESENTATION FROM CAPITALS. NEITHER, HOWEVER, DID THEY LEAD TO ANY GREATER INTERRELATIONSHIP WITH THE COUNCIL OR TO MOVE

IMPRESSIVE RESULTS.

5. AS TO THE FUTURE ROLE OF APAG, I THINK THAT ITS MAIN CONTRIBUTION WILL LIE IN IDENTIFYING MAJOR PROBLEM AREAS WHICH THE ALLIES MAY FACE IN THE FUTURE AND IN THE PROCESS OF ESTABLISHING BETTER CROSS-FERTILIZATION OF IDEAS AND BETTER COMMUNICATION AMONG POLICY-PLANNERS THEMSELVES. THE LOCATION AND STRUCTURE OF THESE MEETINGS ARE SECONDARY CONSIDERATIONS. I AM PLEASED, THEREFORE, THAT YOU ARE PLANNING TO MEET WITH YOUR COUNTERPARTS IN LONDON EN ROUTE TO LISBON. FOR MY PART, I WILL WORK WITH MY COLLEAGUES HERE TO TRY TO STIMULATE PARTICIPATION BY KEY POLICY OFFICIALS FROM CAPITALS. WHEN OTHER REPRESENTATIVES ARE KNOWN, I SUGGEST THAT YOU CONTACT THEM DIRECTLY PRIOR TO LISBON, IN ORDER TO ESTABLISH ADDITIONAL DIRECT LINES OF COMMUNICATION.

6. BEYOND PERSONAL COMMUNICATIONS, YOU MIGHT CONSIDER MAKING SOME OF THE FOLLOWING PROCEDURAL PROPOSALS IN LISBON, WHICH COULD ALSO HELP TO RELATE APAGS WORK TO THE INTERESTS OF THE COUNCIL:

A. DEVELOP CONTINUITY BETWEEN APAG MEETINGS---RATHER THAN WAITING UNTIL JUST A FEW MONTHS BEFORE EACH APAG MEETING TO IDENTIFY THE NEXT DISCUSSION TOPIC, APAG PARTICIPANTS AT THE JUNE MEETING AND SUBSEQUENT MEETING COULD THEMSELVES DEVELOP TOPICS FOR THEIR NEXT DISCUSSION, WHICH THEY COULD PROPOSE TO THE NAC. APAG PARTICIPANTS COULD THUS IDENTIFY SUBJECTS WHICH THEY PERSONALLY WOULD LIKE TO CONSIDER, PERHAPS AS AN EXTENSION OF THE DISCUSSION THEY HAVE JUST HAD. ANOTHER ADVANTAGE OF THIS APPROACH IS THAT PLANNERS COULD BEGIN WORK ON A GIVEN SUBJECT RELATIVELY EARLY AND EXCHANGE PAPERS AND IDEAS DURING THE INTERIM PERIOD BETWEEN MEETINGS. U.S. PLANNERS COULD ALSO USE THIS INTERIM PERIOD FOR BILATERAL CONTACTS WHICH COULD BE ESPECIALLY HELPFUL IN KEEPING THE U.S. INFORMED OF LONGER-TERM THINKING AMONG THE EC-9.

B. MORE PRECISE TOPICS--THE TOPICS AT APAG MEETINGS ARE CHARACTERISTICALLY DIFFUSE. APAG PARTICIPANTS MIGHT CONSIDER BREAKING THEM INTO TWO OR THREE SUB-TOPICS, PERHAPS ASSIGNING RAPPORTEUR RESPONSIBILITIES TO INDIVIDUAL COUNTRIES OR GROUPS OF CONFIDENTIAL

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COUNTRIES TO WORK ON A GIVEN SUBJECT IN PREPARATION FOR THE NEXT MEETINGS. THIS WOULD TEND TO FOLLOW THE WELL-ESTABLISHED "PILOT PROJECT" TECHNIQUE DEVELOPED BY THE NATO COMMITTEE ON CHALLENGES OF MODERN SOCIETY. MORE SHARPLY DEFINED SUBJECTS MIGHT ALSO BE OF GREATER INTEREST TO THE COUNCIL.

C. MORE FREQUENT MEETINGS--APAG MIGHT RETURN TO THE PREVIOUS PATTERN OF MEETING TWICE A YEAR. THIS WOULD INCREASE APAG'S IMPACT ON THE ALLIANCE BOTH IN BRUSSELS AND IN NATIONAL CAPITALS.

D. GREATER EMPHASIS ON POLICY--APAG REPORTS HAVE GENERALLY FOCUSED ON AN ANALYSIS OF FUTURE TRENDS AND NOT SUFFICIENTLY ON THE IMPLICATIONS OF THESE TRENDS FOR THE ALLIANCE. A SECTION

AT THE END OF EACH APAG REPORT ENTITLED "IMPLICATIONS FOR POSSIBLE POLICY DIRECTIONS" WOULD BE INTERESTING AND HELPFUL TO THE COUNCIL. SUCH A SECTION COULD (1) IDENTIFY THE POSSIBLE IMPACT OF FUTURE TRENDS ON CURRENT POLICIES IN THE AREA UNDER STUDY; (2) DESCRIBE BROAD POLICY OPTIONS; AND (3) EVALUATE THE OPTIONS IN TERMS OF RELATIVE BENEFITS FOR THE ALLIES AND, WHERE APPLICABLE, GENERAL IMPLICATIONS FOR ALLOCATION OF RESOURCES.

7. EFFECTING ANY OR ALL OF THE FOREGOING CHANGES IN APAG'S APPROACH WILL NOT BE EASY. IT WILL BE NECESSARY TO PREPARE THE GROUND BEFORE THE MEETING AND TO FOLLOW UP AFTER IT.

8. MISSION WILL ENCOURAGE SHORTENING SCHEDULE OF MEETINGS, AS YOU REQUESTED. I QUITE AGREE THAT PAST MEETINGS WERE TOO LONG AND DISCOURAGED BOTH PARTICIPATION BY HIGH-LEVEL OFFICIALS AND MORE FREQUENT MEETINGS.

9. FINALLY, I WOULD LIKE TO COMMENT ON THE IMPRESSION WHICH YOUR CABLE CONVEYED THAT APAG'S MAIN UTILITY WAS TO EDUCATE REPRESENTATIVES OF THE SMALLER COUNTRIES. THAT CERTAINLY IS ONE OF APAG'S VALUES. BUT IN A TIME OF GROWING UNCERTAINTY AMONG ALL THE ALLIED NATIONS, INCLUDING THE LARGER ONES, OVER THE FUTURE OF WEST-WEST, EAST-WEST, EC-NON-EC, AND INTRA-EUROPEAN RELATIONS, APAG CAN MAKE A SIGNIFICANT CONTRIBUTION TO DEVELOPING A BETTER SENSE OF COMMON PURPOSE AND DIRECTION IN FACING MAJOR PROBLEMS AHEAD.
RUMSFELD

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